

Message Text

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ACTION AF-18

INFO OCT-01 ISO-00 AID-20 IO-14 SPM-01 IGA-02 OMB-01

TRSE-00 ABF-01 H-03 PA-04 PRS-01 USIA-15 HEW-08 RSC-01

DRC-01 /091 W

----- 081858

P R 251440Z MAR 74

FM AMEMBASSY LOME

TO SECSTATE WASHDC PRIORITY 7451

INFO AMEMBASSY NIAMEY

AMEMBASSY ACCRA

AMEMBASSY ABIDJAN

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E.O. 11652: N/A

TAGS: TO, SPOP, PFOR, EAID

SUBJ: LOME FAMILY PLANNING AND HEALTH CENTER

STATE ALSO PASS AID/W FOR RAVENHOLT (PHA/POP) AND SPENCER
(AFR/CWR)

ABIDJAN FOR REDSO, SHEAR

ACCRA FOR RPO

REF: A) STATE 38517; B) ACCRA 875; C) ACCRA 3258

D) STATE 108824 E) ACCRA 3963 F) STATE 124914

COUNTRY TEAM MESSAGE

SUMMARY. THREE YEARS CONTINUOUS AND HIGHLY EFFECTIVE U.S. EFFORT
MOVING GOT IN DIRECTION OPENLY PROMOTING FAMILY PLANNING ACTIVITIES
HAS BEEN JOLTED SEVERELY BY ABRUPT REVERSAL EARLIER AID POLICY
DECISION FO FINANCE CONSTRUCTION OF AND TECHNICAL ASSISTANCE FOR
LOME FAMILY HEALTH CENTER UTILIZING SIGNIFICANT TITLE X PROJECT
FUNDS. IF NOT REVERSED, THIS AID VACILLATION - ENCOURAGING
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TOGO IN POPULATION AREA AND THEN RETREATING WHEN GOT

RESPONDS - IS LIKELY TO LEAD TO CRIPPLING OF TOGO'S FIRST FAMILY PLANNING PROJECT. IT WILL UNDERMINE AND DISCOURAGE CADRE OF MINISTRY HEALTH DOCTORS AND MINISTRY EDUCATION OFFICIALS WHO ANXIOUS BEGIN FAMILY PLANNING PROGRAM, AND WILL BE DAMAGING TO U.S. - TOGO RELATIONS. AMBASSADOR AND ENTIRE COUNTRY TEAM BELIEVE IT IMPERATIVE THAT AID/W PROMPTLY RECTIFY MISTAKEN DECISION TO WITHOLD NEW TITLE X PROJECT FUNDS.

1. IN FEBRUARY 28 MEETING WITH EMBOFF AND AID CONTRACTOR WATTS, PHA/POP REPRESENTATIVES BOYNTON AND MIRACLE STATED: A) NO NEW BILATERAL TITLE X TECHNICAL OR CAPITAL ASSISTANCE FUNDS WOULD BE AVAILABLE FOR THIS PROJECT BEYOND DOLS 50,000 SPA FUNDS; B) THAT AID/W VERY UNCERTAIN THAT SPA MONEY WOULD BE AVAILABLE THIS YEAR OR THAT SPA PROGRAM WOULD EVEN EXIST NEXY YEAR; AND C) THAT EMBASSY SHOULD MAKE DO WITH "MECHANISMS ALREADY IN PLACE" TO GET STARTED (ORT, PATHFINDER, UNFPA). BOYNTON FURTHER STATED THAT ONE DOES NOT NEED A CENTER TO INTRODUCE FAMILY PLANNING IN TOGO. THEY EXPLAINED THAT REDUCED FY 74 CONGRESSIONAL APPROPRIATIONS REQUIRED PHA/POP TO FOREGO BILATERAL AID FUNDS TO COUNTRIES LIKE TOGO WHICH REPORTEDLY RANKED LOW ON PHA/POP PRIORITY LIST.

2. THIS AID/W DECISION, AS COMMUNICATED TO US, APPEARS ARBITRARY. WE BELIEVE IT WAS MADE WITHOUT CONSIDERATION OF HISTORY OF FAMILY HEALTH CENTER PROJECT AND, MOST IMPORTANTLY, TO PIVOTAL ROLE U.S. HAS PLAYED AND CONTINUES TO PLAY IN SUPPORT OF TOGOLESE PIONEERS IN FAMILY PLANNING, CULMINATING IN INTEGRATED NATIONAL PROGRAM KEYED TO LOME CENTER. PROJECT WAS ORIGINALLY PROPOSED TO AMBASSADOR BY DR GLEN ROANE, OF AID'S ACCRA POPULATION OFFICE, IN 1971 AS MATERNAL/CHILD HEALTH CENTER TO BE CONSTRUCTED WITH SELF-HELP FUNDS TO SERVE AS VEHICLE FOR BEGINNING OF NATIONAL FAMILY PLANNING PROGRAM. WITH ACTIVE ENCOURAGEMENT OF ROANE, AMBASSADOR PROPOSED PROJECT TO TOGOLESE AUTHORITIES AND FIRM AGREEMENT TO CONSTRUCT CENTER WAS MADE THROUGH EXCHANGE OF NOTES WITH FOREIGN MINISTRY DATED APIRL 14, 1972 (EMBASSY'S OFFER) AND SEPTEMBER 23, 1972 (FONMIN'S ACCEPTANCE). IT BECAME CLEAR BY SPRING 1973 THAT MULTI-PURPOSE FAMILY HEALTH CENTER BEST METHOD (1) DEMONSTRATE EFFECTIVE FAMILY PLANNING FOR NATIONWIDE EMULATION, AND (2) PROVIDE CLINICAL FAMILY PLANNING TRAINING FOR GOT MEDICAL AND PARA-MEDICAL STAFFS.

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3. IN MAY, 1973, (REF C), EMBASSY ALERTED AID/W THAT DUE TO RISE IN BUILDING MATERIAL COSTS AND DOLLAR DEVALUATION SINCE ORIGINAL ESTIMATES SUBMITTED, PLUS NEED TO BUDGET FOR CONSTRUCTION LABOR COSTS, TOTAL COST EQUIPPED CENTER COULD EXCEED DOLS 60,000. MESSAGE ALSO REQUESTED CONFIRMATION THAT EXTRA FUNDS COULD BE MADE AVAILABLE FOR LABOR COST AND THAT PROJECT EXCEEDING DOLS 50,000 COULD BE AUTHORIZED.

4. ON JUNE 6, 1973, PHA/POP ADVISED (REF D) RPO AND EMBASSY PREPARE DETAILED PROJECT PROPOSAL FOR PROJECT FUNDING, AND THAT PROPOSAL COULD BE DESIGNED FOR SINGLE GRANT FUNDING OR EXTENDED OVER SEVERAL YEARS OF ACTIVITIES PROVIDING FOR CONSTRUCTION, LABOR, EQUIPMENT AND TRAINING COSTS. RECURRING LOCAL COSTS COULD ALSO BE COVERED FOR A SPECIFIED PERIOD OF THE PROJECT.

5. ON JUNE 21, 1973 RPO REPRESENTATIVE, IN REPORTING ON LOME VISIT (REF E), NOTED EMBASSY PREFERRED COMPLETE ASSISTANCE PACKAGE WITH FY 74 PROJECT FUNDS AS AID/W HAD OUTLINED EARLIER IN PREFERENCE TO PIECEMEAL APPROACH WITH FY 73/FY 74 SPA FUNDS. THIS CABLE MADE CLEAR COMPREHENSIVE NATURE OF PROJECT; THAT IS, ONE OFFERING PRE-NATAL, WELL-BABY, CHILD SPACING, NUTRITION SERVICES, HEALTH EDUCATION AND LAB. RPO REPRESENTATIVE SUPPORT OF EMBASSY POSITION WAS QUICKLY ENDORSED BY AID/W ON JUNE 26, 1973 (REF F).

6. IN RESPONSE TO FOREIGN MINISTRY NOTE REQUESTING U.S. ASSISTANCE WITH PROJECT DESIGN, PHA/POP CONTRACTED THROUGH AMERICAN PUBLIC HEALTH ASSOCIATION FOR SERVICES SYLVIA WATTS. IT WAS AND STILL IS COUNTRY TEAM VIEW THAT WATTS WAS SENT TO TOGO TO DESIGN INTEGRATED TECHNICAL/CAPITAL ASSISTANCE PROJECT, NOT SPA PROJECT. THIS VIEW UNDERSCORED BY NOV 20, 1973 MIRACLE-METCALFE MEMO, STATING THAT PLANNING WAS UNDERWAY BUT ACTIVITIES NOT YET PULLED TOGETHER INTO SINGLE INTEGRATED PROGRAM. SCOPE OF WORK WATTS CONTRACT CALLED FOR WRITTEN PROPOSAL IN PROP FORM.

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DRC-01 /091 W

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STATE ALSO PASS AID/W FOR RAVENHOLT (PHA/POP) AND SPENCER
(AFR/CWR)

ABIDJAN FOR REDSO, SHEAR

ACCRA FOR RPO

7. FOREGOING MESSAGES SHOULD LEAVE NO DOUBT THAT AID/W AND RPO/ACCRA HAVE NOT ONLY BEEN KEPT APPRISED THROUGHOUT PROJECT EVOLUTION, BUT THEY HAVE ALSO BEEN PROMINENT IN DIRECTING EMBASSY AND GOT EFFORTS TO DEVELOP PROJECT. THUS, WE DO NOT SEE HOW BOYNTON OR MIRACLE COULD POSSIBLY EXPRESS SURPRISE ABOUT SIZE AND COMPREHENSIVE NATURE OF PROJECT. WE ALL RECOGNIZE THAT VARIETY OF APPROACHES AND FAMILY PLANNING DELIVERY SYSTEMS ARE POSSIBLE. FACT REMAINS THAT GOT, WITH FREQUENT AND CONSISTENT U.S. ENCOURAGEMENT, HAS CHOSEN LOME FAMILY HEALTH CENTER AS ITS VEHICLE. EMBASSY, RPO, AND AID/W LONG AGO AGREED FEASIBILITY STUDY OF OTHER POSSIBLE APPROACHES NOT APPROPRIATE AND THAT WE SHOULD GO FORWARD WITH GOT-SPONSORED, MULTI-DONOR PROJECT.

8. AS ALREADY EXPLAINED REF (B), PROJECT WILL UTILIZE PROPOSED FAMILY HEALTH CENTER TO (1) PROVIDE MODEL FAMILY HEALTH SERVICES
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INCLUDING SPACING AND LIMITING OF BIRTHS; (2) TRAIN GOT MEDICAL, PARA-MEDICAL, AUXILIARY PERSONNEL FOR NATIONWIDE FAMILY HEALTH INFORMATION AND EDUCATION SERVICES WITH PRIMARY EMPHASIS ON FAMILY PLANNING; (3) STOCKPILE, DISTRIBUTE CONTRACEPTIVES TO ALL GOT HEALTH FACILITIES; (4) DEVELOP, TEST, REVISE, PRINT RELEVANT TEACHING MANUALS, CONTRACEPTIVE INSTRUCTIONS, ETC. PROGRAM WILL INCLUDE DEVELOPMENT/INTRODUCTION FAMILY HEALTH EDUCATION AT ALL LEVELS TOGOLESE PRIMARY/SECONDARY SCHOOLS AND ADULT EXTENSION CENTERS. LOME CENTER WILL ALSO OFFER FAMILY PLANNING TRAINING TO DOCTORS, MIDWIVES, NURSES, ETC., FROM OTHER AFRICAN NATIONS WHO ATTEND LOME-BASED WHO REGIONAL TRAINING CENTER FOR FRANCOPHONE AFRICA.

9 PROJECT DESIGN CALLS FOR 5 YEARS EXTERNAL ASSISTANCE WITH U.S. INPUT LIMITED TO THREE YEARS. COST OF DOLS 1.3 MILLION INCLUDES U.S. CONTRIBUTION DOLS 440,000 (33 PERCENT) GOT DOLS 390,000 (30 PERCENT). AND OTHER DONORS (UNICEF, UNFPA, PATHFINDER, WHO, UNESCO) ABOUT DOLS 490,000 (37 PERCENT). CONSTRUCTION ELEMENT INCLUDED IN U.S. PARTICIPATION IS ESTIMATED ABOUT DOLS 2000,000#AND CONSTITUTES ONLY 15 PERCENT OF PROJECT COSTS. THIS COST ESTIMATE MAY APPEAR EXCESSIVE ONLY WHEN COMPARED TO

DOLS 50,000 FIGURE ONCE ESTIMATED FOR SIMPLE FAMILY PLANNING CLINIC. WITH MULTI-PURPOSE BUILDING, NEED FOR A&E SERVICES, CONSTRUCTION SUPERVISION, ETC., PRESENT ESTIMATE NOT EXCESSIVE. MOST OTHER U.S. INPUTS TO PROJECT TO BE FUNDED CENTRALLY AND IN MOST CASES FUNDS HAVE ALREADY BEEN OBLIGATED.

10. BECAUSE OF NEED TO COMPLETE PROJECT DESIGN, EMBASSY HAS ASKED WATTS DEVOTE REMAINDER HER TDY TO FINISHING PROP AND COMPLETING DESIGN INTEGRATED PROJECT. WE EXPECT THAT FOLLOWING PROP APPROVAL LATE FY 74, ONLY SMALL FY 74 OBLIGATION WILL BE REQUIRED FOR A&E SERVICES. REMAINDER FUNDING WILL BE NEEDED IN FY 75.

11. ONE OF BIGGEST OBSTACLES IN ANY SUCH PROJECT HAS ALREADY BEEN ELIMINATED: TOGO IS PREPARED MAKE COMMITMENT TO PAY ALL TOGOLESE STAFF SALARIES AND OPERATING COSTS FROM BEGINNING OF PROJECT. MOREOVER, GOT HAS ALREADY FOUND IN ITS DISCUSSIONS WITH UNESCO AND OTHERS THAT THIS UNIQUE PROJECT, INVOLVING BOTH HEALTH AND NATIONAL EDUCATIONS SYSTEMS, IS ATTRACTIVE TO OTHER POTENTIAL DONORS. FIRM COMMITMENT BY USAID OF UP TO DOLS 200,000 FOR LIMITED OFFICIAL USE

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CONSTRUCTION, COUPLED WITH EARLY PROVISION OF LONG TERM (3 YEARS) TECHNICAL ASSISTANCE, WOULD ENCOURAGE PROMPT COMMITMENTS BY OTHER DONORS.

12. UNDER PRESENT POLICY, U.S. DEVELOPMENT PRIORITIES IN AFRICA RANK HEALTH AND FAMILY PLANNING IMMEDIATELY AFTER FOOD PRODUCTION AND NUTRITION. USING THIS CRITERION, LOME FAMILY HEALTH CENTER WARRANTS FULL U.S. PARTICIPATION. U.S. IS IN FACT COMMITTED TO CONSTRUCT MULTI-PURPOSE CENTER AND HAS ALREADY MOVED IN THIS DIRECTION BY SECURING CONSULTANT TO DESIGN PROJECT. WE BELIEVE IT MEETS VIRTUALLY ALL CRITERIA FOR FULL FUNDING SUPPORT, AS MULTI-DONOR PROJECT IN HIGH PRIORITY SECTOR FOR AFRICA, WITH MINORITY U.S. CONTRIBUTION LIMITED TO THREE YEARS, HOST GOVERNMENT CONTRIBUTION CONSTITUTING MINIMUM OF 30 PERCENT, AND ONE IN WHICH PROJECTED SIGNIFICANT U.S. ASSISTANCE HAS ALREADY HAD CATALYTIC EFFECT ON GOT INSTITUTIONS AND IN BRINGING ALONG OTHER DONORS. WE ARE AWARE OF PHA/POP BUDETARY SQUEEZE AND NEED TO ESTABLISH RATIONAL PRIORITIES. IN DOING SO, HOWEVER, EQUAL CONSIDERATION SHOULD BE GIVEN TO THOSE PROJECTS WITH WHICH THE U.S. IS ALREADY HEAVILY IDENTIFIED. MOREOVER, THREE YEAR TOTAL DOLS 440,000 U.S. CONTRIBUTION TO THIS PROJECT SEEMS LIKE MODEST NIBBLE FROM ANNUAL AID POPULATION APPROPRIATIONS EXCEEDING DOLS 100 MILLION.

13. CONCLUSION. U.S. COUNTRY TEAM IN TOGO IS CONVINCED THAT REFUSAL PROVIDE FULL TITLE X FUNDS FOR CENTER IS SERIOUS MISTAKE AND, IN VIEW LOW LEVEL OF OVERALL U.S. RESOURCES APPLIED TO PURSUIT OF FOREIGN POLICY OBJECTIVES IN THIS SMALL COUNTRY, WOULD BE

DISPROPORTIONATELY HARMFUL TO OUR INTERESTS. IN VIEW OF PATIENT
EFFORT NOW ON VERGE OF TRULY REMARKABLE PAYOFF, THIS IS SHORT
SIGHTED, FALSE ECONOMY. WE URGE IN STRONGEST POSSIBLE TERMS
THAT AID WASHINGTON'S NEGATIVE DECISION BE REVERSED AND WE BE
ENABLED TO ASSURE GOT OF OUR FULL SUPPORT OF NATIONAL FAMILY
PLANNING PROGRAM.
DICKINSON

NOTE BY OC/T: PARA 9, LINE 7, #FIGURE 2000,000 AS RECEIVED. WILL
BE VERIFIED UPON REQUEST.

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FAMILY PLANNING, POLICIES, MEDICAL FACILITIES, DEVELOPMENT PROGRAMS, FOREIGN ASSISTANCE
Control Number: n/a
Copy: SINGLE
Draft Date: 25 MAR 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: morefirh
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974LOME00633
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Film Number: D740064-0212
From: LOME
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740318/aaaaaqgg.tel
Line Count: 286
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION AF
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators:
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: A) STATE 38517; B) ACCRA 875; C) ACC, RA 3258
Review Action: RELEASED, APPROVED
Review Authority: morefirh
Review Comment: n/a
Review Content Flags:
Review Date: 08 MAY 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <08 MAY 2002 by cunninfx>; APPROVED <29 JUL 2002 by morefirh>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: LOME FAMILY PLANNING AND HEALTH CENTER STATE ALSO PASS AID/W FOR RAVENHOLT (PHA/POP) AND SPENCER
TAGS: SPOP, PFOR, EAID, TO, US
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005